BERKELEY'S TELEGRAPH AVENUE

Typology: Major Mixed-Use District
Location: Berkeley, Alameda County
Size: The district is four blocks long and one to three blocks deep.

A narrow street featuring pedestrian amenities, interesting uses and 35,000 students makes Telegraph Avenue one of the most lively pedestrian districts in the Bay Area.

A. District Boundaries and Location

The Telegraph Avenue pedestrian district is a four block long corridor that runs along Telegraph Avenue from Bancroft Avenue and the UC Berkeley campus to the north, to Dwight Way to the south, as shown in Figure 3-4. The district also stretches one block west and three blocks east on Bancroft Avenue and one block in either direction on Durant Avenue. It is two and a half miles from Interstate 80 and one and three quarter miles from Highway 24.

The UC Berkeley campus forms the northern border of the district, and high-density residential neighborhoods (predominantly serving students) are located to the east and west of the district. People's Park, a local landmark is also located in this neighborhood between Haste Street and Dwight Way, one block east of Telegraph Avenue.

B. District Overview

Figure 3-4 provides an overview of the primary routes of pedestrian travel through the district, the location of major attractors in the district, major parking lots and transit stops, as discussed in more detail below. Figure 3-4 also shows the district boundaries.

I. Built Environment

The Telegraph Avenue district is a mixed-use commercial neighborhood. The first story of all buildings on Telegraph, Bancroft and Durant Avenues con-

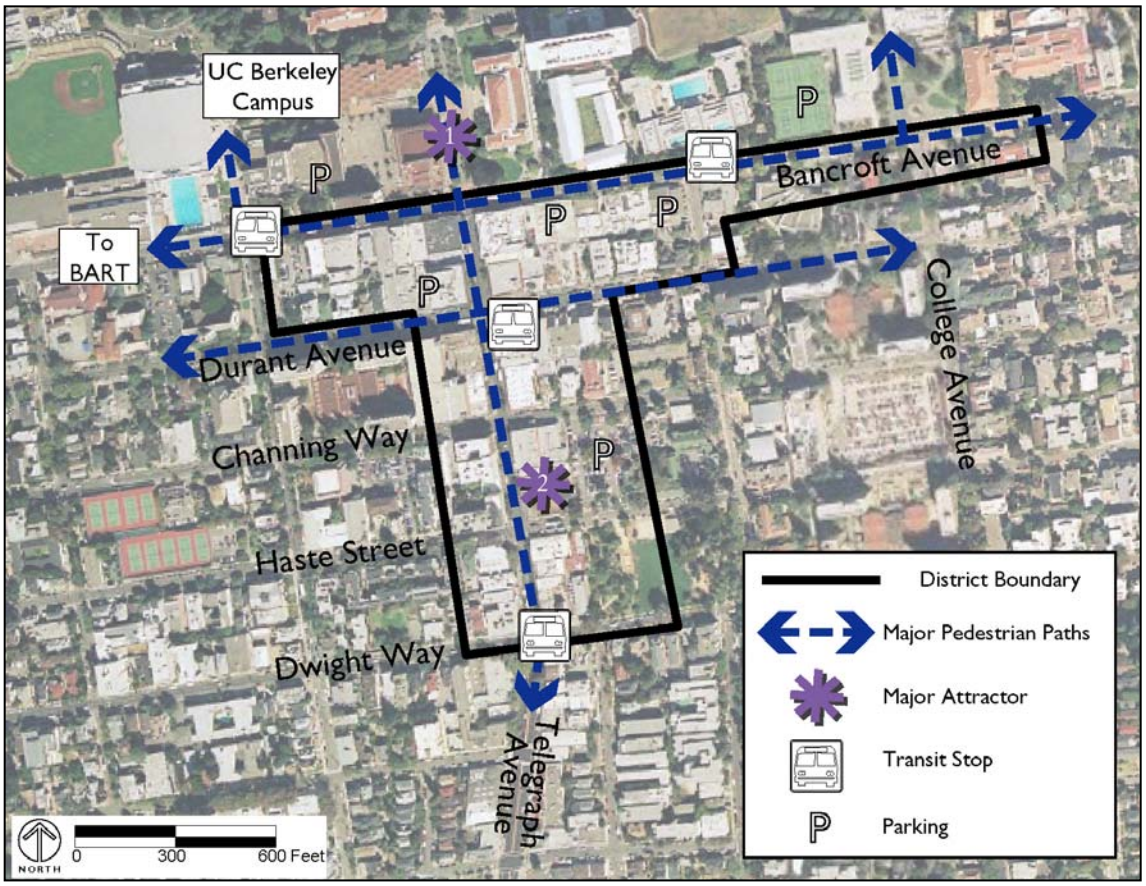

Figure 3-4: Telegraph Avenue Pedestrian District

tain retail uses and many contain housing units on the upper floors. Bancroft Avenue has retail uses on the south side of the street; the UC Berkeley campus fronts the north side. The blocks of Bancroft and Durant Avenues included in the case study also include some institutional uses and parking garages. Development in the district is dense, with buildings ranging from one to six stories. Additionally, retail façades along Telegraph Avenue tend to be dramatic and creative, with bold signage and window displays and there are very few driveways breaking up the streetscape.

2. Major Attractors

The key attractors to the area are shown in Figure 3-4 as numbered below:

1. UC Berkeley campus, which has a student population of approximately 35,000, and 14,000 additional faculty and staff.
2. Retail shops on Telegraph, Bancroft and Durant Avenues.

Parking garages along Bancroft and Durant Avenues, also shown in Figure 3-4, generate significant pedestrian travel from people driving into the district and walking from the garages to nearby shops or the University.

The Telegraph Avenue pedestrian district developed as a result of its proximity to the UC Berkeley campus. Students, faculty and staff use the district daily.

3. Transit Service

Six AC Transit bus lines serve the Telegraph Avenue ped-estrian district, with 10 to 20 minute headways during commute hours and 30 to 60 minute headways at other times. The area is also within a half mile of the Downtown Berkeley BART station, with 7 minute headways during commute hours and 15 to 30 minute headways at other times. Future plans for Bus Rapid Transit (BRT) along Telegraph Avenue from Oakland to the UC Berkeley campus are underway and could radically change the existing street design. Discussions regarding BRT implementation include creating a transit-only street along the portion of Telegraph Avenue in this district.

The 40L is just one of the six bus lines that provide transit to Telegraph Avenue. Bus stops are small and without benches because of the narrow width of the sidewalks.

4. Pedestrian Paths of Travel

As noted in Figure 3-4, Telegraph Avenue is a major pedestrian route in the district. There is also considerable pedestrian traffic to and from the shops and parking areas on Bancroft and Durant Avenues. Many students, faculty

Eye-catching retail signage along Telegraph Avenue creates interest at the pedestrian level.

and staff also walk into the district either from the university or the adjacent residential neighborhoods via other streets serving the district.

C. Planning History

Development on Telegraph Avenue took place predominantly in the 1930s and 40s. There were primitive zoning standards at that time, but it was not until the 1960s and 70s that true zoning applied to the area. The resulting district is mixed-use, and comprised of historic and newer buildings along a narrow street. Such a traditional urban shopping street would be difficult to build using conventional planning standards that require significant parking and wider roadways.

A number of planning challenges have affected the quality of the pedestrian district over the years. Beginning in the 1960s and continuing into the early 1990s, Telegraph Avenue was the site of outbreaks of civil disobedience, which created an atmosphere of tension. This tension has made undertaking major policy initiatives and policing, either on the part of the City or the University, difficult. As a result, issues such as loitering and panhandling have become difficult to address.

Street vendors, allowed on Telegraph Avenue, mix with street people and pedestrians on the narrow sidewalks. This mix sometimes causes significant congestion on the sidewalks.

A second challenge has been the need to balance pedestrian and vehicle travel needs. Many nearby residents as well some pedestrian advocates have argued that the one-way streets in the district should be converted to two-way travel to slow traffic and improve pedestrian safety. Telegraph Avenue street vendors and merchants respond that converting the roads and slowing traffic speeds

would hamper access to their businesses, as the district is far from any other regional access roads or freeways.

Distinctive facades and street vendors attract people to Telegraph Avenue.

There are a number of efforts underway to maintain Telegraph Avenue as a vital pedestrian-oriented commercial district. The first is the organization of a Business Improvement District (BID) created by local merchants. The BID has resulted in an overall upgrade to the appearance of the area and improved maintenance on the street including removing litter, steam cleaning the street, and painting out graffiti. In addition, the City and UC Berkeley are completing the *Southside Plan*, a long-range plan for the area that includes many policies for improving pedestrian quality of life in the district. These policies include adding pedestrian-scaled lighting, ensuring regular trash collection and adding directional signage to points of interest in the district. The *Southside Plan* also contains a policy to consider converting Bancroft and Durant Avenues to two-way streets.

D. Regulatory Framework

The Telegraph Avenue pedestrian district is currently zoned commercial, which allows both commercial and relatively high-density residential uses. A goal of the zoning is to create a mix of retail, services and housing in close proximity to promote walking and limit vehicular traffic. Once the *Southside Plan* is adopted, the zoning will be amended to include additional regulations to enhance the pedestrian-oriented nature of the district, including allowing the approval of new mixed-use buildings on Telegraph without parking and new design review guidelines that encourage distinctive façade treatments.

E. Key Findings

This section explores the key factors that contribute to the area's success as a pedestrian district and factors that continue to create challenges.

The urban design of the Telegraph Avenue district contribute its successes and challenges. The narrow roadway, dense development and pedestrian amenities support walking and attract people; however, narrow sidewalks create pedestrian congestion.

Overall, the Telegraph Avenue pedestrian district has a long history as a vibrant and attractive mixed-use retail area. The district is located in an area with an extremely high population of UC Berkeley students, faculty and staff who use Telegraph Avenue daily to get to and from campus, buy food and shop for other retail items. The district's sound pedestrian infrastructure, particularly the street trees and signalized crosswalks, creates a comfortable environment for walking. Additionally, the street attracts people because of the visual interest provided by a wide array of façades, and because it provides retail and other services for a residential population that is within close walking distance.

The following factors have had the most impact on creating this district:

- Relatively wide sidewalks with street trees and slow traffic combine to make the district a very comfortable walking environment.
- Signalized crosswalks that slow traffic on one-way arterials helps maintain the safety and comfort of pedestrians within the district.

- Gateway treatments at the entrance to the UC Berkeley encourage pedestrian traffic between the two areas by drawing the eye and creating visual interest.
- Consolidated parking garages, including shared parking arrangements between the City and UC Berkeley, help attract people to the district who park and then walk in the district.
- The mix of uses in the district, including housing above retail, reduces auto dependency and enables walking.
- The wide range of stores with interesting façades add to the visual interest of the street. Restaurants, in particular, generate pedestrian traffic.
- Regular maintenance provided by the Business Improvement District has helped keep the area attractive and comfortable for pedestrians.

Shared parking arrangements between the City and the University make it easier for non-local residents to access the district.

While the district currently operates well as a pedestrian district, a few changes or improvements could be made as described below.

- Sidewalks are narrowest on Telegraph Avenue where pedestrian use is highest. Side streets, including Channing, Bancroft and Durant, have wider sidewalks. Current traffic volumes and the existing street design make it infeasible to widen sidewalks at this time, but if the street becomes a BRT/Transit street it could happen.
- Clear directional signage indicating key destinations within the district would help pedestrians better navigate this very dense area.
- More late night uses in the district would improve pedestrian safety.
- More enforceable city policies regarding street behavior would improve the character of the district and help attract a broader mix of pedestrians.

- The City's existing commercial quota system controls the number of certain types of uses that are allowed at any one time on Telegraph Avenue. This system often makes it difficult for retail vacancies to be filled quickly, creating vacant storefronts and undermining the vibrant mix of uses that contribute to the district.

F. Pedestrian Environment and Facilities

The following section describes the pedestrian environment in detail by focusing on the primary paths of travel in the Telegraph Avenue pedestrian district. The character of the roadway and the pedestrian facilities for each pedestrian path are described.

1. *Telegraph Avenue*

Type of Roadway: Local (one-way)
Roadway Width: 32 to 40 feet
Speed Limit: 25 mph
Average Roadway Speeds: 5 to 15 mph
Parking: Horizontal loading zones only
Sidewalk Widths: 8 to 10 feet (15 feet at bulb-outs)

Pedestrian Facilities:

- Street trees with decorative grates
- Street vendors along the length of the street
- Standard lighting fixtures
- Signalized crosswalks with brick pavers and signals
- Cut-outs for bus stops and loading
- Trash cans and newspaper dispensers
- Banners
- Retail awnings

A narrow roadway and slow traffic combine with pedestrian features such as wide sidewalks, street trees and decorative banners to create an attractive and comfortable walking environment.

Telegraph Avenue is the core of the pedestrian district, with heavy foot traffic from early morning until ten or eleven at night, especially to and from the UC Berkeley campus. Traffic moves very slowly on the street, stopping for signals at each intersection. Telegraph Avenue has 24-hour loading zones for retail deliveries and constant loading and unloading further slows vehicle traffic. Some pedestrian travel continues south on Telegraph out of the district, but drops off dramatically at Dwight Way where the character changes from a pedestrian-oriented to an auto-oriented street. The roadway becomes much wider and vehicle travel becomes two-way with increased travel.

Traffic is heavy on Telegraph Avenue. A bulb-out on the right side provides a turnout for buses and loading.

Food Vendors on Bancroft Avenue at the entrance to UC Berkeley. Special brick paving also marks the entrance to campus.

Shops on Bancroft Avenue, just west of Telegraph Avenue. Banners line the road and yellow pedestrian signs indicate a high volume of walking traffic.

2. *Bancroft Avenue*

Type of Roadway:	Arterial (one-way)
Roadway Width:	40 feet
Speed Limit:	25 mph
Average Roadway Speeds:	25 to 30 mph
Parking:	Horizontal, on-street and structured
Sidewalk Widths:	35 feet along campus 11 to 12 feet, on average

Pedestrian Facilities:

- Street trees with decorative grates
- Food vendors at campus entrance
- Standard lighting fixtures
- Signalized crosswalks with brick pavers
- Covered bus stops
- Signalized mid-block crosswalk and zebra striping
- Campus entry with bollards and brick paving
- Banners
- Retail awnings
- Cut-outs for bus stops and short-term parking
- Yellow pedestrian signs

Bancroft Avenue is the southern boundary of the UC Berkeley campus. Pedestrian traffic at the intersection of Bancroft and Telegraph Avenues is particularly heavy as there is a campus gateway and Bancroft provides a direct route for many pedestrians heading to classes or residences and to retail and parking uses east of Telegraph Avenue. Pedestrian traffic is lighter east of Telegraph Avenue because pedestrians tend to walk through campus to downtown Berkeley. Bancroft Avenue is also the primary vehicle route from the district to downtown Berkeley to the west. There are three travel lanes, allowing vehicle movement one-way from east to west at relatively high speeds.

3. *Durant Avenue*

Type of Roadway: Local (one-way)
Roadway Width: 42 feet
Speed Limit: 25 mph
Average Roadway Speeds: 25 to 30 mph
Parking: On-street and structured
Sidewalk Widths: 11 to 12 feet

Pedestrian Facilities:

- Street trees with decorative grates
- Standard lighting fixtures
- Signalized crosswalks with brick pavers
- Cut-outs for bus stops and short-term parking

Retail use and parking garages in the first block of the Durant Avenue to the east and west of Telegraph Avenue draw a significant amount of pedestrian traffic. Activity is constant throughout the day, following a similar pattern to that described for Telegraph Avenue. Durant Avenue is the primary vehicle route from downtown Berkeley to Telegraph Avenue, campus and student residences on the east side of the district. There are three travel lanes, allowing vehicle movement one-way from west to east, at relatively high speeds.

Wide sidewalks crowed with pedestrians heading to restaurants on Durant Avenue during the mid-day lunch rush.

New façade, street vendors and a new, covered bus stop at the corner of Durant and Telegraph Avenues. Brick pavers indicate the pedestrian crossing area across the three lanes of one-way traffic on Durant.

Bicycle lanes and two way traffic on Channing Way east of Telegraph Avenue slows traffic and improve the pedestrian environment. Wide sidewalks allow these five pedestrians to walk virtually side by side.

4. *Channing Way*

Type of Roadway:	Local street
Roadway Width:	30 to 35 feet
Speed Limit:	25 mph
Average Roadway Speeds:	15 to 25 mph
Parking:	Horizontal and on-street (one side)
Sidewalk Widths:	11 to 12 feet

Pedestrian Facilities:

- Street trees with decorative grates
- Standard lighting fixtures
- Signalized crosswalks with brick pavers at Telegraph intersection
- Mid-block with zebra striping one-half block west of district

Pedestrian activity is limited on Channing Way compared to the surrounding streets. The street predominantly provides access to the district and beyond. The travel way is narrower than other streets in the district and vehicle travel is two-way. The street is also a designated bicycle route. These features combined to slow vehicular traffic compared to other streets in the district.

5. Haste Street

Type of Roadway: Arterial (one-way)
Roadway Width: 36 feet
Speed Limit: 25 mph
Average Roadway Speeds: 25 to 30 mph
Parking: Horizontal and on-street
Sidewalk Widths: 11 to 12 feet

Pedestrian Facilities:

- Street trees
- Standard lighting fixtures
- Signalized crosswalks with brick pavers at Telegraph Avenue intersection

Pedestrian travel is limited on Haste Street, which functions largely as a vehicular route from the eastern side of the Telegraph Avenue pedestrian district to downtown Berkeley. Pedestrians do use the route to access People's Park and the residential neighborhood beyond. This route has a high percentage of loiterers and panhandlers who live or hang out in the park.

Westbound vehicles at the corner of Haste Street and Telegraph Avenue.

Edge of the Telegraph Avenue pedestrian district at Dwight Way. Crosswalks across Dwight do not have special paving like other streets in the district.

6. Dwight Way

Type of Roadway: Arterial (one-way)
Roadway Width: 40 to 42 feet wide
Speed Limit: 25 mph
Average Roadway Speeds: 25 to 30 mph
Parking: Horizontal and on-street
Sidewalk Widths: 7 feet

Pedestrian Facilities:

- Street trees
- Standard lighting fixtures
- Signalized crosswalks
- Pedestrian island at junction with Telegraph Avenue

As already discussed, Dwight Way is the southern border of the pedestrian district. South of this border, pedestrian travel on Telegraph Avenue drops off dramatically. Like Durant Avenue, Dwight Way is a primary vehicle route from downtown Berkeley to the district and the neighborhood and Campus beyond. Additionally, Dwight Way provides a major route to south Berkeley because where the road hits the district, Telegraph Avenue becomes two-way again. There are three travel lanes on Dwight, allowing vehicle movement one-way from west to east. West of the district, vehicle travel is precluded from turning south by road barriers.

FRUITVALE BART STATION TOD

Typology: Urban Transit Village
Location: Oakland, Alameda County
Size: A 16-acre node of pedestrian activity, two blocks wide by three blocks long.

The BART station and new pedestrian plaza in Fruitvale Village are major contributors to the identity and success of the Fruitvale TOD pedestrian district.

A. District Boundaries and Location

The Fruitvale BART Station Transit-Oriented Development (Fruitvale TOD) pedestrian district is a two-block by three-block pedestrian activity node, bounded by the elevated BART tracks to the southwest, Fruitvale Avenue and 33rd Avenue to the west, 35th Avenue to the east and International Boulevard to the north.

The pedestrian district is primarily surrounded by residential neighborhoods, except for the area to the west, which is comprised of a mix of single-family residences, industrial buildings and big box retail. The pedestrian district is also defined by parking lots immediately north and south of the pedestrian area and major transportation thoroughfares, including Interstate 880 (I-880), Fruitvale Avenue and International Boulevard.

B. District Overview

Figure 3-5 shows the district boundaries, primary paths of pedestrian travel, the location of major attractors, and major parking lots and transit stops, as discussed in more detail below.

1. Built Environment

The Fruitvale TOD pedestrian district is a mixed-use neighborhood focused around a BART station and the commercial uses on International Boulevard. International Boulevard is a commercial corridor comprised of two- to- four story buildings containing primarily neighborhood-serving retail uses. Between these two major land uses is Fruitvale Village, a new transit-oriented

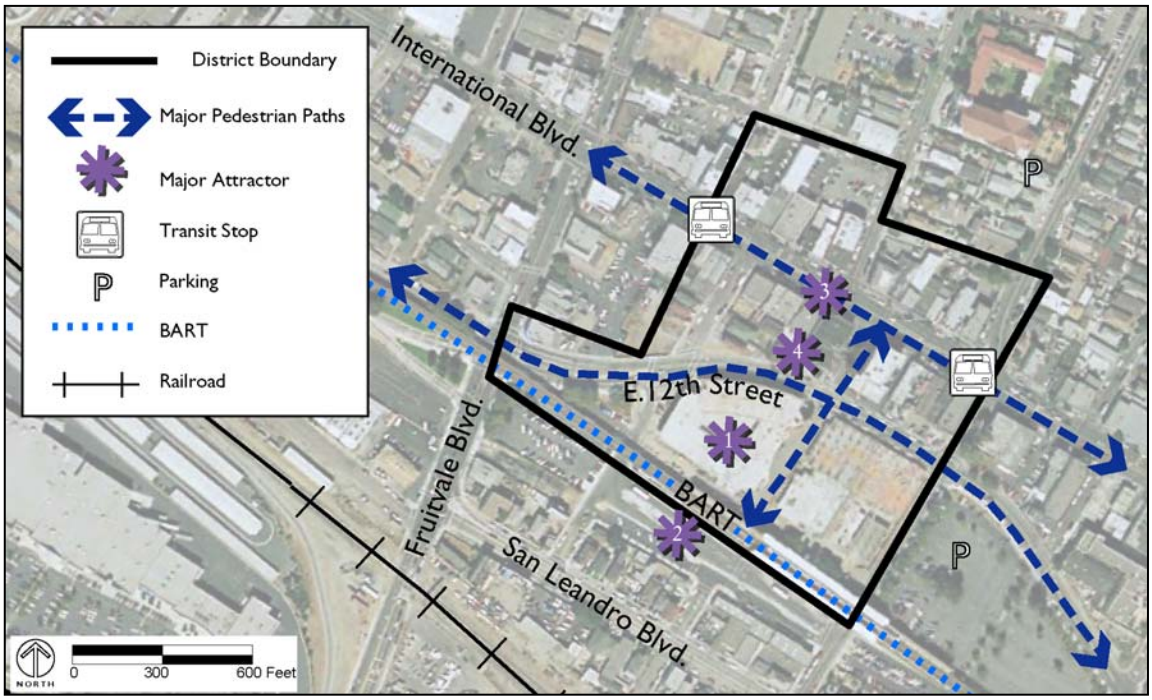

Figure 3-5: Fruitvale TOD Pedestrian District

development of ground floor retail with four-story multi-family housing, community services, office uses and neighborhood-serving retail. Fruitvale Village was designed to fit into the two- to four-story multi-family residential buildings and few single-family residences that surround the new development. Building heights throughout the district range from one to four stories. Several BART parking lots front on 12th Street just outside the district boundary, which generate pedestrian traffic walking from these lots through Fruitvale Village to the BART Station.

2. *Major Attractors*

The Fruitvale TOD pedestrian district has four main attractors numbered as follows in Figure 3-5:

1. Fruitvale Village, a newly-built mixed use, transit village next to the BART station
2. The combined BART and bus station
3. The commercial district along International Boulevard
4. Avenida de la Fuente, a new pedestrian paseo that connects Fruitvale Village and International Boulevard.

International Boulevard has long been the center of the Latino community in the Fruitvale neighborhood. Street improvements such as the median and crosswalks pictured have improved the area for pedestrians in recent years.

3. Transit Service

Service to Richmond, Dublin/Pleasanton, Fremont and Daly City is available at the Fruitvale BART Station, located at the southern border of the district, with 15-minute headways during commute hours and 25-minute headways at other times. The area is also served by ten AC Transit lines, with 15 to 30 minute headways.

4. Pedestrian Paths of Travel

As seen in Figure 3-5, the primary paths of pedestrian travel through the district are from the BART station, through the Fruitvale Village pedestrian plaza and along the Avenida de la Fuente pedestrian paseo (street closed to cars) to International Boulevard. Pedestrian activity continues for one block in each direction along International Boulevard where new pedestrian improvements have recently been installed. There is also a high amount of pedestrian traffic along East 12th Street to and from the BART Station from nearby parking lots and residential neighborhoods. Pedestrian activity is constant throughout the district, although there are peaks when BART trains arrive or depart and during commute hours.

C. Planning History

While International Boulevard in Oakland's Fruitvale neighborhood has always been a commercial center full of pedestrian activity, the area recently has been transformed into a more distinct pedestrian district through a suc-

International Boulevard in the Fruitvale TOD pedestrian district (left), where a new median with street trees and bollards was installed to narrow the roadway, slow traffic and make the street more comfortable for pedestrians. International Boulevard just south of the Pedestrian District (pictured right) where no street improvements have been introduced.

cessful facade improvement program, road narrowing projects, streetscape improvements and the development of the Fruitvale Village.

Pedestrian safety is a long-standing concern in the Fruitvale neighborhood, which has one of the highest residential densities in the city. It also has lower-than-average car ownership and higher-than-average transit ridership. Finally, International Boulevard, the area's main retail corridor, has high traffic and pedestrian volumes and a poor safety history, with 10 percent of all Oakland's pedestrian collisions taking place along the corridor.

Concerns about pedestrian safety and the economic vitality of the corridor came to a head in 1991 when BART proposed a new parking garage at the Fruitvale BART station. With assistance from a local non-profit group called the Unity Council, the community challenged the proposal on the basis that the new development would worsen traffic patterns, increase barriers to walking in the neighborhood and diminish opportunities for retail. The conflict was resolved through an extensive planning process led by the Unity Council

Zoning in the Fruitvale TOD pedestrian district encourages a mix of uses resulting in an interesting and lively walking environment. Uses include retail on International Boulevard (left) and the Fruitvale Village (right) which has residences, offices, and social services as well as retail.

and supported by BART, AC Transit and the City of Oakland. The process resulted in plans for the Fruitvale Village development and a series of pedestrian improvements to link the BART station and the new development to the existing commercial activity on International Boulevard.

D. Regulatory Framework

The General Plan land use and zoning designations in the Fruitvale TOD pedestrian district were adopted in the late 1990s to support the development of higher density mixed-use, transit- and pedestrian-oriented uses. The regulations were put in place after the Fruitvale Village planning process had been underway for several years, in order to support neighborhood revitalization and the community's goal of improving International Boulevard as its main street.

The City's General Plan allows between 30 to 125 residential units per gross acre in the district and a commercial FAR of up to 4.0. The area is zoned Commercial Shopping District (C-28), which allows a range of commercial uses and relatively high-density housing. The district is part of the City's

Zoning regulations in the district encourage the construction of housing next to the BART station (left). The City of Oakland vacated a portion of the right-of-way on East 12th Street (right) to narrow the street for pedestrian comfort.

Transit Oriented Development (S-15) overlay that is intended to enhance areas around the City's transportation nodes by allowing high-density, compact mixed-use development and encouraging a balance of pedestrian-oriented activities and transit opportunities. The overlay also provides design guidelines to create a safe, pleasant pedestrian environment near transit stations.

The entitlements for the Fruitvale Village development were approved as part of a Planned Unit Development (PUD), which permits flexibility in certain zoning regulations to allow for comprehensive planning of sufficiently large developments. Therefore, some variations from the specific zoning standards may be found in the Fruitvale Village.

The City of Oakland also did the following to encourage the pedestrian district:

- Passed an ordinance capping parking around the Fruitvale Village development to maintain the area's pedestrian-oriented character.

- Vacated half of the East 12th Street right-of-way along the southwest border of Fruitvale Village, and all of 34th Avenue between International Boulevard and the BART station, to make room for two pedestrian plazas.
- Made the Fruitvale TOD a high priority for pedestrian improvements in the City's Pedestrian Master Plan.

E. Key Findings

This section explores the factors that contribute to the area's success as a pedestrian district and factors that continue to create challenges.

The Fruitvale TOD serves as a successful pedestrian district because of the array of uses that attract pedestrians and its easy access to transit. Recent improvements to International Boulevard and East 12th Street have increased the safety and comfort of the walking environment. These improvements, along with the relocation of the BART parking lot out of the main path of pedestrian travel, have removed barriers to accessing the Fruitvale TOD from surrounding neighborhoods and allowed the area to develop into a cohesive district. One key lesson learned by the staff managing the project was that designing and budgeting for basic infrastructure and safety should come before aesthetic considerations, which are less crucial to success and can be accommodated depending on remaining funds.

The median on International Boulevard narrows the crossing distance for pedestrians and slows car traffic. The street trees are attractive and buffer pedestrians from passing cars. Bollards also define the pedestrian environment, but they can also add to visual clutter and increase costs unnecessarily when used in such great numbers.

People congregate in the public spaces and on the wide sidewalks of the Fruitvale TOD pedestrian district.

The following factors have had the greatest impact on creating this pedestrian district:

- Moving the BART parking lot out of main pedestrian pathways removed a visual and physical barrier between the International Boulevard business district and the BART station. The location of the Fruitvale Village adjacent to the BART station, rather than separated by a parking lot, encourages pedestrian travel through the development, which in turn helps support businesses and create a more vital pedestrian environment.
- The pedestrian plaza in the center of the Fruitvale Village is a distinct gathering place and creates a vital pedestrian path for those walking to or from BART to destinations in the neighborhood.
- New uses in the Fruitvale Village development have drawn pedestrians to the area and put eyes on the street as retailers watch out for the areas immediately around their stores.
- The AC Transit bus transfer center has concentrated bus lines and improved the transfer time between buses and BART, and draws pedestrian activity through the commercial spaces in the new plazas.

- Narrowing East 12th Street by widening sidewalks and adding pedestrian lighting, street trees and crosswalks, as well as narrowing International Boulevard by adding a median, worked to slow cars and increase pedestrian comfort and safety.
- Street trees have been very effective in slowing down cars on International Boulevard because they add a vertical element to the street, and have improved the comfort of pedestrians through shading and traffic buffering.

While the district currently operates well as a pedestrian district, several factors continue to create challenges.

- Avenida de la Fuente is fronted on one side by a blank wall, reducing the perceived safety and vitality of the walkway. Additionally, visibility of the plaza from International Boulevard is somewhat limited.
- The landscaped median on International Boulevard has seating areas at each end bounded by four-foot high concrete walls, which limit the visibility of pedestrians at crosswalks.
- Although they are well liked by pedestrians and merchants because of their aesthetic qualities, the colored crosswalks on International Boulevard are expensive and not very visible to drivers. They also fade over time. Funds may have been better spent on highly visible and less expensive materials such as continental crosswalks striped with white thermaplastic, a reflective tape that is whiter and brighter than paint.

The newly constructed median on International Boulevard provides an attractive refuge for pedestrians crossing the large street. However, the four foot high walls at the intersections (shown above), which were installed to provide a buffer for seating areas, limit visibility for drivers making turning movements.

Sidewalks on International Boulevard are shaded with street trees and made interesting by the wide variety of merchandise. Cars parked horizontally on the street provide a buffer between sidewalks and fast moving traffic.

- Pedestrian access for all users could be improved. Major paths of travel, including the two plazas, the median and the crosswalks, have a number of obstacles that may impede less-abled pedestrians. These obstacles include stairs, bollards and the stamped concrete used to create texture in pedestrian paths. In addition to the features described above, there were a number of challenges to overcome in the recent planning and construction process that led to the district's recent improvements. These include:
- Acquiring sufficient land to move the BART parking lot and consolidate the pedestrian improvements along existing rights-of-way. Several land swaps were negotiated to assemble necessary parcels and design was used to minimize building footprints.

Greater activity in the Fruitvale TOD area increases BART and bus ridership and improves the safety of passengers (left). BikeStation's bike racks and the AC Transit Transfer Center below the BART station (right).

- Overcoming BART's one-to-one replacement policy for parking, which required a large parking structure and created ingress and egress conflicts and localized congestion. Multi-modal transportation facilities including the BikeStation were maximized on the site, traffic was redirected off main arterials and safety issues were addressed through design.
- Ensuring inter-agency coordination between BART, the City of Oakland and the non-profit developer to work together on adjacent portions of the district. Relationships developed over long association and through the process of developing a shared vision that met the needs of all participants.
- Determining appropriate design treatments to slow traffic on large arterials and prioritize pedestrian movements. The City's pedestrian policies, guidelines and level of service standards need to be refined to change these streets to prioritize pedestrian needs. The city is working on additional pedestrian standards for large arterials for future projects.

F. Pedestrian Environment and Facilities

The following section describes the pedestrian environment and facilities in detail by focusing on the primary paths of travel through the district and on other key components such as the Transit Village plaza.

International Boulevard with Avenida de la Fuente in the background. The foreground shows a textured and colored crosswalk that defines the pedestrian area and some of the many bollards that line the center median. Street trees, pedestrian light fixtures and archway features are also visible.

Sidewalks on International Boulevard are shaded with street trees and made interesting by the wide variety of merchandise. Cars parked horizontally on the street provide a buffer between sidewalks and fast moving traffic.

1. International Boulevard

Type of Roadway:	Arterial
Roadway Width:	78 feet
Speed Limit:	25 mph
Average Roadway Speeds:	20-35 mph
Parking:	Horizontal on-street
Sidewalk Widths:	10-12 feet with tree wells

Pedestrian Facilities:

- ♦ Landscaped median
- ♦ Frequently-placed bollards along both sides of median
- ♦ Bulb-outs at signalized intersections
- ♦ Decorative paved crossings
- ♦ Audible pedestrian crossing cues
- ♦ Tactile ADA strips at crossings
- ♦ Pedestrian lighting

International Boulevard has long been a commercial center of the Latino community. The street has neighborhood-serving retail uses such as a bank, a grocery store and several community service uses, major attractors for pedestrians. The corridor is also a major pedestrian path to the BART station and into the surrounding neighborhood, with heavy traffic volumes on International Boulevard. Within the pedestrian district, a wide, landscaped median narrows the roadway and slows traffic. The median is not present to the east or west of the district; thus, traffic speeds increase rapidly outside the area.

2. *East 12th Street*

Type of Roadway: Local
Roadway Width: 38 feet
Speed Limit: 25 mph
Average Roadway Speeds: 15-20 mph
Parking: Horizontal, on-street
Sidewalk Widths: 5-6 feet with tree wells

Pedestrian Facilities:

- Mid-block crossing with bulb-outs at main entrance to Fruitvale Village, linking it to the pedestrian paseo
- Decorative crosswalk pavement at Avenida de la Fuente
- Bollards at mid-block crossing

East 12th Street is a local street that runs through the middle of the district. Pedestrians cross East 12th Street on their way from the BART Station, through Fruitvale Village and Avenida de la Fuente, to International Boulevard. Local traffic uses East 12th Street to access the BART station and retail uses in Fruitvale Village. As part of the redevelopment of the neighborhood, the road was narrowed to slow traffic and reduce vehicle volumes by encouraging through traffic to use other routes. Few major attractors exist on East 12th Street; it primarily serves as a link from the BART station to other parts of the larger Fruitvale neighborhood. Pedestrians leaving the BART station must cross East 12th Street to reach the commercial district on International Boulevard.

A view down East 12th Street with Fruitvale Village on the left. Bulb-outs and vertical gateway features indicate to traffic that they are approaching an important pedestrian crosswalk.

Special paving, both on the sidewalk and on the street, marks the crossing on East 12th between Fruitvale Village and Avenida de la Fuente. These features emphasize the importance of the connection for pedestrians while bollards and bulb-outs slow traffic.

Gateway feature into Avenida de la Fuente.

Benches and street trees in the paseo make it a popular location for people to sit and chat or eat their lunches.

3. Avenida de la Fuente

Type of Roadway:	Pedestrian Paseo
Roadway Width:	N/A
Posted Speed Limit	N/A
Average Roadway Speeds:	N/A
Parking:	N/A
Sidewalk Widths:	55 feet

Pedestrian Facilities:

- Benches
- Public art
- Pedestrian lighting fixtures
- Decorative paved crossings at crossing linking it to East 12th Street
- Gateway features (including two decorated pillars and an arch)
- Decorative paving (white with red design features)
- Street trees
- Bollards

Avenida de la Fuente is a one-block long pedestrian paseo connecting Fruitvale Village to International Boulevard. The Fruitvale Development Corporation offices are on one side of the Avenida and a blank wall is on the other side. The Avenida is both an attractor as a public space and a major pedestrian path, with consistently high activity throughout the day.

4. Fruitvale Village

Residential: 47 rental apartments
Office: 23,390 square feet of Class A space
40,017 square feet set-aside for community service
Commercial: 39,707 square feet of retail

Pedestrian Facilities:

- Benches
- Public art
- Pedestrian lighting features
- Water fountain
- Gateway features (including signage and vertical building features to accentuate entrance)
- Information kiosks
- Extensive landscaped planters
- Banners
- Patio seating

The retail uses and pedestrian plaza in the Fruitvale Village draw a large number of pedestrians. The plaza is also the primary walking route from the BART station to East 12th Street and International Boulevard beyond Avenida de la Fuente. Vehicle traffic accesses Fruitvale Village through a structured parking garage between Fruitvale Boulevard and 33rd Street, or through a parking lot between 35th and 36th Streets.

The seating, trees, fountain and other pedestrian amenities in the Fruitvale Village pedestrian plaza provide an amenity for the district's residents, especially living above the plaza. It also provides direct access to the BART station.

Ground floor retail is an additional draw to the plaza. Having merchants and shoppers in the plaza also increases safety by putting eyes on the street.